

## Fiscal Estimate - 2011 Session

☒ Original
 ☐ Updated
 ☐ Corrected
 ☐ Supplemental

<b>LRB Number</b> <b>11-0493/1</b>	<b>Introduction</b> <b>Number SB-</b> <b>006</b>
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**Description**  
 Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty

<b>Fiscal Effect</b>		
<b>State:</b> <input type="checkbox"/> No State Fiscal Effect <input checked="" type="checkbox"/> Indeterminate <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> <input checked="" type="checkbox"/> Increase Existing Appropriations  <input type="checkbox"/> Decrease Existing Appropriations  <input type="checkbox"/> Create New Appropriations                         </div> <div style="width: 45%;"> <input checked="" type="checkbox"/> Increase Existing Revenues  <input type="checkbox"/> Decrease Existing Revenues                         </div> </div>	<input checked="" type="checkbox"/> Increase Costs - May be possible to absorb within agency's budget <div style="text-align: center;"> <input type="checkbox"/> Yes      <input checked="" type="checkbox"/> No                         </div> <input type="checkbox"/> Decrease Costs	
<b>Local:</b> <input type="checkbox"/> No Local Government Costs <input checked="" type="checkbox"/> Indeterminate <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;">                     1. <input type="checkbox"/> Increase Costs                         <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory                      2. <input type="checkbox"/> Decrease Costs                         <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory                 </div> <div style="width: 45%;">                     3. <input type="checkbox"/> Increase Revenue                         <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory                      4. <input type="checkbox"/> Decrease Revenue                         <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory                 </div> </div>		<b>5. Types of Local Government Units Affected</b> <div style="display: flex; flex-wrap: wrap;"> <div style="width: 33%;"><input checked="" type="checkbox"/> Towns</div> <div style="width: 33%;"><input checked="" type="checkbox"/> Village</div> <div style="width: 33%;"><input checked="" type="checkbox"/> Cities</div> <div style="width: 33%;"><input checked="" type="checkbox"/> Counties</div> <div style="width: 33%;"><input checked="" type="checkbox"/> Others</div> <div style="width: 33%;"><input checked="" type="checkbox"/> School Districts</div> <div style="width: 33%;"><input checked="" type="checkbox"/> WTCS Districts</div> </div>

<b>Fund Sources Affected</b>	<b>Affected Ch. 20 Appropriations</b>						
<input checked="" type="checkbox"/> GPR <input type="checkbox"/> FED <input type="checkbox"/> PRO <input type="checkbox"/> PRS <input type="checkbox"/> SEG <input type="checkbox"/> SEGS							
<table style="width: 100%;"> <tr> <td style="width: 40%;"><b>Agency/Prepared By</b></td> <td style="width: 40%;"><b>Authorized Signature</b></td> <td style="width: 20%;"><b>Date</b></td> </tr> <tr> <td>GAB/ Nathaniel Robinson (608) 267-0715</td> <td>Kevin Kennedy (608) 266-8005</td> <td>1/26/2011</td> </tr> </table>		<b>Agency/Prepared By</b>	<b>Authorized Signature</b>	<b>Date</b>	GAB/ Nathaniel Robinson (608) 267-0715	Kevin Kennedy (608) 266-8005	1/26/2011
<b>Agency/Prepared By</b>	<b>Authorized Signature</b>	<b>Date</b>					
GAB/ Nathaniel Robinson (608) 267-0715	Kevin Kennedy (608) 266-8005	1/26/2011					

**Fiscal Estimate Narrative  
G.A.B. 1/25/11**

LRB Number **493/1**

Introduction Number **SB-6**

Estimate Type **Original**

## **Description**

Requiring certain identification in order to vote in person or via an absentee ballot with limited exceptions. Removing corroborator as an option for proof of residence. Expanding the facilities potentially covered by special voting deputies. Creating an identification certificate issued by WI DOT for use as a statutory ID for voting after REAL ID becomes effective in Wisconsin.

## **Assumptions Used in Arriving at Fiscal Estimate**

With certain limited exceptions, this bill requires individuals to provide a valid Wisconsin driver license, valid DOT-issued identification card, current and valid military identification card (statutory ID) before being issued a ballot. Exceptions include: confidential electors, persons whom law enforcement has required surrender of driver license, military and overseas electors, indefinitely confined electors voting by Special Voting Deputy (SVD) or not voting by SVD if providing a separate witness certification, and voters who have submitted ID in a previous election with an absentee ballot.

In most cases, failure to provide acceptable identification results in the elector voting a provisional ballot. However, persons whom law enforcement has required to surrender their driver license may provide a citation or notice of intent to revoke or suspend in lieu of a driver license if the offense is within 60 days of the election. These individuals vote a ballot marked with their voter number and a notation to indicate they provided a citation or notice instead of a statutory ID.

The bill directs G.A.B. to conduct public information campaigns intended to educate the public about the identification requirements. The bill also directs G.A.B. to conduct ongoing outreach effort to identify and assist voters in obtaining or renewing licenses or ID cards. The bill eliminates the option to use a corroborator in lieu of providing proof of residence. The bill permits the use of Special Voting Deputies (SVDs) in two additional types of facilities. Election inspectors will verify that the voter reasonably resembles the picture on the statutory ID. The DOT will be expected to produce a certificate of identification after REAL ID becomes effective.

The estimated total project hours included below would be covered by the hiring of 4.0 FTE positions for a two year period, which would include the necessary administrative and training hours needed.

**Note: This fiscal estimate is calculated for a 2012 enactment date. If the bill is amended to impose an enactment date of April 2011, costs are expected to be much higher due to staff overtime and premium costs to print materials.**

## **Fiscal Impact**

### **Statewide Voter Registration System (SVRS)**

The SVRS would need to be modified in order to track whether an absentee voter has previously submitted ID and is, therefore, not required to provide ID with subsequent absentee ballot submissions. The SVRS would also need to be modified to manage the new provisional ballot scenarios. Training for clerks that use the SVRS would be imperative.

The SVRS would need to be modified so that the voter list and absentee ballot log print outs used on election day indicate if the voter has to show a statutory ID (to allow for the exemptions). This checkbox must be pre-populated based on the voter record so that election inspectors know if any exceptions to the statutory ID requirement apply to the voter.

The SVRS must also be updated to reflect the new ID requirement. The current "ID Required" field must be changed to "Proof of Residence Required" on the voter list, voter application node, and the voter record. A statutory ID field must be added to the voter record and voter application node so it can be displayed on the voter list.

A number of reports also need to be updated. "ID Required" and "Proof of Residence Required" must be displayed on the absentee ballot label, absentee ballot log, absentee ballot log with districts, and absentee certificate envelope as generated by SVRS. The existing uniform absentee instructions in SVRS must be updated to reflect the new procedure. The Voter Public Access website should be modified to display the "Proof of Residence Required" and "Statutory ID required" fields.

Because only mail-in absentee ballots exempt the voter from future statutory ID requirements, SVRS must designate the absentee ballot transmission method on all absentee labels, the voter list, and the absentee ballot log. The new types of care facilities eligible to be covered by special voting deputies must also be shown. A new absentee witness name/address verification must be created to cover the different statutory ID witness statements available for confined electors, voters in facilities covered by special voting deputies, and voters in facilities not covered by special voting deputies.

SVRS must also be modified to remove corroborating witness as an option in the voter application and voter record.

Activity	Hours	# of Staff	Rate	Item Total	Category Total
SVRS Modifications	1218	5	90	\$548,100	
SVRS User Acceptance Testing	174	5	40	\$34,800	<b>\$582,900</b>

### Training

At present, there are 1,851 municipalities in the State of Wisconsin that serve approximately 3,000 polling places. Roughly 62% of municipal clerks work only on a part-time basis and will need on-going training and support. An estimated 200 municipal clerks do not have access to high-speed internet and many fulfill the duties of the municipal office out of their homes. There is an estimated turnover rate among municipal clerks of 25% every 2 years. Due to the part-time nature of the majority of municipal clerks and the high turnover rate, 3.0 new FTE positions will be needed for a minimum of 2 years to implement the new requirements and provide on-going support.

One FTE position will be designated as an SVRS trainer who will design and conduct SVRS trainings, update training server data and other SVRS training materials, communicate these updates to SVRS users, and support clerk questions on SVRS changes. Another FTE position will be designated as an election administration trainer who will design and conduct statutory ID training, create and update training presentations and other instructional materials, and support local elections officials in implementing the required changes.

### Election Administration Training Methods

The bill imparts additional detailed and somewhat complicated concepts for clerks and election inspectors to learn. Current in-person training of municipal clerks and chief inspectors will need to be expanded to include these new procedures and requirements. At least one WisLine program will be dedicated to address the new requirements. Ongoing training would be necessary in order to affect a real understanding of the concepts of the bill. A polling place training aid will also need to be developed,

printed, and distributed to local election officials to assist them in training their election inspectors on the new requirements.

Due to the large numbers of currently-certified chief inspectors who will need to be retrained in the bill's new Voter ID procedure, a training video will be developed to train currently-certified chief inspectors and county and municipal clerks. The video will also be used as refresher training for all election officials. The video will consist of a detailed PowerPoint presentation with narrative, polling place scenario demonstrations and a segment on troubleshooting at the polls.

Initial and ongoing training will also be conducted using an online environment through a live, virtual classroom. Features include audio, video, application sharing and content display. This type of product is designed to engage participants as if they were meeting face-to-face. Clerks and election officials will have the ability to join our training sessions remotely or for download to take training on command.

<b>Activity</b>	<b>Hours</b>	<b># of Staff</b>	<b>Rate</b>	<b>Item Total</b>	<b>Category Total</b>
Training Specialist Election Administration On-going Training- Staff Cost	2088	1	35	\$73,080	
Election Administration Field Training - Staff Cost	1914	1	35	\$66,990	
Election Administration Field Training - Travel Cost				\$16,400	
WisLine - Staff Cost	80	1	35	\$2,800	
Polling Place Training Aid				\$826	
Training DVD Event- Staff Cost	6	5	35	\$1,050	
Training DVD Preparations- Staff Cost	174	1	90	\$15,660	
Training DVD - Production, Copying, Distribution		Range	\$9,500	\$60,000	
Illuminate Software - LiveStream Training				\$6,000	
Illuminate Software - LiveStream Training Preparation - Staff Cost	200	1	35	\$7,000	
Illuminate Software - LiveStream Training Event - Staff Cost	3	5	35	\$525	<b>\$250,331</b>

#### SVRS Absentee Training

Currently, there are approximately 480 self-providers who utilize SVRS in their municipal office. There are approximately 1,370 municipalities that rely on the county or another municipality to process voter information in SVRS (reliers). There are approximately 160 self-providers that utilize the absentee function in SVRS. In order to meet the requirements of this bill all self-providers will need to be trained to utilize the full absentee functionality in SVRS. Those units of government that provide SVRS service will need to also utilize the full functionality of absentee in SVRS for their relying units of government. This will create a need for in-person SVRS absentee training classes. The G.A.B. anticipates requiring full absentee functionality service will result in a dramatic decrease in the number of offices willing to provide SVRS service to relier jurisdictions and further increase the need for in-person SVRS absentee training.

The Web-Based Election Training System (WBETS) is used as an instructional tool for municipal and county clerks who work with the SVRS system. To effectively train clerks on entering and tracking the additional provisional and absentee data, approximately five training modules will need to be added to WBETS. Each module will include a business process PowerPoint presentation; interactive, step-by-step instruction; video instruction and SVRS screen shots. Existing hard copy instructional materials will require revision and augmentation.

<b>Activity</b>	<b>Hours</b>	<b># of Staff</b>	<b>Rate</b>	<b>Item Total</b>	<b>Category Total</b>
Training Specialist SVRS On-going Training- Staff Cost	2088	1	35	\$73,080	
WEBTS modules - Staff Cost	696	1	35	\$24,360	
WEBTS modules - Vendor Cost				\$10,000	
SVRS Field Training - Staff Cost	360	2	35	\$25,200	
SVRS Field Training -Travel Cost				\$12,565	<b>\$145,205</b>

### **Forms and Materials Revision**

Government Accountability Board (G.A.B.) forms and manuals would also require revision:

- *Challenge Documentation (GAB-104c)* – Update form to address statutory ID.
- *Election Fraud Notice (GAB-111)* – Remove false corroboration penalties.
- *Instructions for Wisconsin Mail-In Registrants and First-Time Voters (GAB-116)* – To include statutory ID instructions.
- *General Information on Voting Rights (GAB-117)* – To include statutory ID instructions.
- *Application for Absentee Ballot (GAB-121)* – Add checkbox to indicate ID had been presented. Remove witness requirement from Hospitalized Elector session.
- *Certificate Envelope for Provisional Ballot (GAB-123)* – Add checkbox for additional provisional voting reason.
- *Application for Voter Registration (GAB-131)* – Eliminate corroborator references. Add checkbox to indicate ID has been presented.
- *Certification of Registration (GAB-133)* – Need to remove corroborator references.
- *Application for Absentee Presidential Ballot (GAB-140)* – To include statutory ID instructions.
- *Application for Presidential Ballot (GAB-141)* – To include statutory ID instructions.
- *Uniform Absentee Instructions* – Need to include statutory ID instructions.
- *Verification Statement of Absentee Witness (new form)* – Needed for indefinitely confined voters as an alternative to presenting statutory ID.
- *Provisional Voting Information Sheet* – update to incorporate statutory ID scenario.
- *Faxing and Emailing Ballots* – Include information about ID requirement.
- *Notice of Election and Sample Ballot (Type B Notice)* – Revise to include instructions to provide ID. Eliminate corroborator language.
- *Confidential Voters Manual* – Update to reflect new statutory ID exemption.
- *Completing Election Day Forms* – Update to remove references to corroborator and add statutory ID requirements.

- *Absentee Voting in Nursing Homes, Community-Based Residential Facilities and Qualified Retirement Homes (Manual)* – Add information with respect to the additional two types of facilities that may utilize Special Voting Deputies. Also, add information regarding alternate ID that residents may provide and add instructions to Special Voting Deputies regarding verifying residents' identity. Create form for this purpose.
- *Election Day Manual* – Incorporate ID requirements for election day registrants and voters, new Wisconsin residents voting for president only, absentee voters, additional provisional voting scenarios, and additional information regarding the challenge process. Include instructions for handling citations/notices of surrender. Provide instruction for managing additional duties at the polling place.
- *Election Day Voter Registration Manual* – Update to remove references to corroborator and add statutory ID requirements.
- *Military and Overseas Voting Manual* – Update to reflect new statutory ID exemption.
- *Election Administration Manual* - Incorporate ID requirements for absentee voters, new Wisconsin residents voting for President only; and additional provisional voting and challenged ballot information. Provide instruction for managing additional duties in clerk's office.
- *SVRS Application Training Manual* – Update to reflect changes to absentee and voter nodes.

Activity	Hours	# of Staff	Rate	Item Total	Category Total
Update G.A.B. Forms - Staff Cost	200	1	35	\$7,000	
SVRS Material Updates - Staff Cost	320	1	35	\$11,200	
Printing, Distribution Cost of Revised Materials				\$40,463	<b>\$58,663</b>

### **Public Outreach and Education**

A public information campaign to inform prospective voters of the voter identification requirements of the act would require a comprehensive statewide campaign including paid media and public service announcements. It would include production costs for television, radio advertising, PSAs, internet ads, newspapers, and outdoor billboards. Information would also be disseminated on the agency's websites and the state's Wisconsin.gov portal. Polling place signage would need to be produced and provided to clerks.

An outreach campaign to identify and contact groups of electors, who may need assistance in obtaining or renewing a license or identification card for voting, would require a more targeted and sustained campaign working with local community groups and social services programs. The agency would draw on the experience of the Department of Health Services in its anti-tobacco campaign working with coalitions around the state reaching out to various populations.

Activity	Hours	# of Staff	Rate	Item Total	Category Total
Multi-Media Public Education				\$500,000	
Public Outreach				\$150,000	<b>\$650,000</b>

### **Administration**

Given the additional tasks required by this bill and changes to long-standing election procedures G.A.B. anticipates an increase in inquiries to the G.A.B. Help Desk for clarifications and assistance. The G.A.B. Help Desk is an invaluable front-line source of information and guidance for election officials and the

public. Additionally, inquiries from the public with questions regarding where and when to obtain statutory ID, what documentation is required to obtain a statutory ID, and other related questions will increase dramatically. A successful public outreach and education program will also prompt additional questions and inquiries. The G.A.B. anticipates the need for extending the hours of operation for the Help Desk and supporting staff during critical periods prior to, during and after elections going forward. The G.A.B. would expect the need for approximately 40 extended hours of operation for the entire agency.

Additionally, to support the increased training and public education efforts described above, three FTE positions must be created. One FTE position will be dedicated to the necessary efforts to support the two new trainers. The second new FTE Program Assistant position will be designated to support the existing Public Information Officer with the initial and ongoing public outreach and education efforts. The third new FTE is needed to handle the incoming calls that this bill will generate.

Finally, adding staff and extended office hours will result in increased overhead costs.

<b>Activity</b>	<b>Hours</b>	<b># of Staff</b>	<b>Rate</b>	<b>Item Total</b>	<b>Category Total</b>
Multi-Media Public Education and Outreach – Staff Cost	4176	1	20	\$83,520	
Extended Hours - Staff Cost (40 hours *1.5 for overtime)	60	26	35	\$54,600	
Training - Program Assistant - Staff Cost	4176	1	20	\$83,520	
Help Desk - Staff Cost	4176	1	20	\$83,520	
Administrative – NonStaff				\$90,000	<b>\$395,160</b>

## **Long-Range Fiscal Implications**

G.A.B. expects the need to support the various changes required by this bill will continue for an indeterminate period of time until the new procedures have been firmly integrated. Continuation of education and outreach programs beyond the two years projected above will also have long-range fiscal implications for G.A.B. The on-going campaign of educating and informing voters is expected to cost \$260,000 annually.

## **Local Impact**

The brunt of the cost of implementing this bill is borne by local governments that will need to purchase updated forms, manuals, and notices. Attendance at additional training opportunities that cover the statutory ID requirement will also be required. The additional WisLine presentation alone is expected to cost local officials approximately \$50,000. Local governments may also be required to employ additional staff to administer absentee voting at special voting deputy eligible facilities and in the clerk's office. Additional staff may also be required at the polling place to handle statutory ID questions and process provisional ballots. The municipal clerk's office would also experience additional activity due to provisional voters providing statutory ID the day following Election Day. The boards of canvass may also require additional staff to process provisional ballots during the canvass.

Additional costs will also be incurred by local election officials who are required to photocopy the statutory ID of all in-person and nursing home voters who choose to provide a statutory ID rather than use a witness verification statement. In November 2010 there were 122,703 in-person absentee ballots issued. Anticipated photocopying costs for in-person absentee voting based on the 2010 turnout would be approximately \$24,540 per election. The cost of photocopying at nursing homes is unknown.

Many municipalities will also face increased ballot printing costs due to the need to provide paper ballots for provisional voting where they had previously recorded votes on a direct record electronic (DRE) machine. Municipalities will also see an increase in the number of ballots used as provisional voters may return to the polling place with their statutory ID and withdraw their original provisional ballot and instead vote a second unmarked ballot instead. The anticipated cost of a paper ballot is \$.35 per ballot. The increase in the number of ballots needed due to these circumstances are unknown.

Municipal clerks will face increased costs due to the additional time required to issue in-person absentee ballots, administer a larger category of assisted care facilities with special voting deputies, and provisional ballot processing on the day following Election Day. Municipal clerks will need to provide additional training to their election inspectors regarding the new statutory ID requirements. The anticipated cost of a single hour of training for 5 election inspectors at each of the 2,800 polling places is \$154,000. County clerks will need additional staff resources to process provisional ballots and communicate amendments to the municipal boards of canvass.

G.A.B. staff anticipates an indeterminate and on-going cost to local governmental units to maintain this process.

**Indeterminate Local Cost (non-exhaustive list)**

Purchasing updated Publications  
Attendance at Additional Training  
WisLine Attendance  
Additional Staff for Absentee Voting at additional SVD eligible locations  
Additional Staff for Absentee Voting at clerk's office  
Additional Election Inspectors  
Additional Staff at Clerk's Office for Provision Ballots  
Additional Staff for Board of Canvass  
Photocopying Statutory Id for In-person absentee  
Photocopying Statutory Id for SVD eligible locations  
Increased Ballot Printing Costs: Provisional Voting  
Additional Staff Time to Process In-person absentee  
Additional Staff time for Absentee Voting at SVD eligible locations  
Additional Staff time to process Provisional ballots  
Additional Training of Election Inspectors  
County Clerk: Additional Staff time to Process Provisional Ballots  
County Clerk: Communication to the Municipal Board of Canvass

**Total Local projected cost:** Indeterminate

**Total G.A.B. projected cost:** \$2,082,259